

Audit

Report



YEAR 2000 CONVERSION AT THE ATLANTIC FLEET
WEAPONS TRAINING FACILITY

Report No. 99-074

January 29, 1999

Office of the Inspector General
Department of Defense

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Acronyms

AFWTF	Atlantic Fleet Weapons Training Facility
COMNAVAIRLANT	Commander, Naval Air Force, U.S. Atlantic Fleet
DON	Department of the Navy
Y2K	Year 2000



INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
400 ARMY NAVY DRIVE
ARLINGTON, VIRGINIA 22202

January 29, 1999

MEMORANDUM FOR ASSISTANT SECRETARY OF THE NAVY (FINANCIAL
MANAGEMENT AND COMPTROLLER)

SUBJECT: Audit Report on Year 2000 Conversion at the Atlantic Fleet Weapons
Training Facility (Report No. 99-074)

We are providing this audit report for information and use. We considered management comments on a draft of this report when preparing the final report.

We received comments from the Commander, Atlantic Fleet Weapons Training Facility, that were responsive to the finding and recommendations. Management comments conformed to the requirements of DoD Directive 7650.3; therefore, no additional comments are required.

We appreciate the courtesies extended to the audit staff. For additional information on this report, please contact Mr. Raymond A. Spencer at (703) 604-9071 (DSN 664-9071) or Mr. Michael E. Simpson at (703) 604-8972 (DSN 664-8972). See Appendix B for the report distribution. The audit team members are listed inside the back cover.

A handwritten signature in black ink, reading "Robert J. Lieberman", is positioned above the typed name.

Robert J. Lieberman
Assistant Inspector General
for Auditing

Office of the Inspector General, DoD

Report No. 99-074
(Project No. 8AS-0032.15)

January 29, 1999

Year 2000 Conversion at the Atlantic Fleet Weapons Training Facility

Executive Summary

Introduction. This report was requested by the Office of the Under Secretary of Defense, Director, Test, Systems, Engineering, and Evaluation. This report is also one of a series being issued by the Inspector General, DoD, in accordance with an informal partnership with the Chief Information Officer, DoD, to monitor DoD efforts in addressing the year 2000 computing challenge. For a listing of audit projects addressing the issue, see the year 2000 webpage on the IGnet at <http://www.ignet.gov>.

The Atlantic Fleet Weapons Training Facility mission and responsibilities are to operate, maintain, and develop weapons training facilities and services in direct support of fleet forces and activities; and to test and evaluate weapons and weapon systems.

Objectives. Our primary audit objective was to determine whether the Atlantic Fleet Weapons Training Facility is adequately preparing its information technology systems to resolve date-processing issues for the year 2000 computing problem. Specifically, the audit determined whether the Atlantic Fleet Weapons Training Facility had complied with the Navy Year 2000 Action Plan.

Results. The Atlantic Fleet Weapons Training Facility is still assessing its business and test information systems for year 2000 compliance. The Atlantic Fleet Weapons Training Facility did not begin or complete its year 2000 resolution process in a timely manner. As a result, Atlantic Fleet Weapons Training Facility is at an increased risk of not having its systems year 2000 compliant by March 1999.

Summary of Recommendations. We recommend that the Commander, Atlantic Fleet Weapons Training Facility, develop procedures to ensure the facility complies with the Navy Action Plan and establish memorandums of agreements with system managers to ensure the year 2000 issues are addressed.

Management Comments. The Commander, Atlantic Fleet Weapons Training Facility, concurred with the finding and recommendations. See Part I for a summary of management comments and Part III for the complete text of the comments.

Audit Response. The Commander, Atlantic Fleet Weapons Training Facility, comments were responsive. No further comments are required.

Table of Contents

Executive Summary	i
Part I - Audit Results	
Background	2
Objectives	3
Status of the Atlantic Fleet Weapons Training Facility Year 2000 Program	4
Part II - Additional Information	
Appendix A. Audit Process	10
Scope and Methodology	10
Summary of Prior Coverage	11
Appendix B. Report Distribution	12
Part III - Management Comments	
Department of the Navy Comments	15

Part I - Audit Results

Background

The year 2000 problem is the term most often used to describe the potential failure of information technology systems to process or perform date-related functions before, on, or after the turn of the next century.

Because of the potential failure of computers to run or function throughout the Government, the President issued an Executive Order, "Year 2000 Conversion," February 4, 1998. The executive order makes it policy that Federal agencies ensure that no critical Federal program experiences disruption because of the year 2000 (Y2K) problem and that the head of each agency ensure that efforts to address the Y2K problem receive the highest priority attention in the agency.

Recent Secretary of Defense Guidance. The Secretary of Defense issued the memorandum "Year 2000 Compliance," on August 7, 1998, which stated that DoD was making insufficient progress in its efforts to solve its Y2K computer problem, which is a critical national Defense issue. He also required that the Services and Defense Agencies report the status of major weapon system programs by October 1, 1998.

The Deputy Secretary of Defense issued the memorandum, "Year 2000 (Y2K) verification of National Security Capabilities," on August 24, 1998. Each Principal Staff Assistant in the Office of the Secretary of Defense was to verify that all functions under his or her purview will continue unaffected by Y2K issues. The Principal Staff Assistant for weapons ranges is the Under Secretary of Defense (Acquisition and Technology). The memorandum also stated that the Chiefs of Staff of the Military Services were to certify that they had tested the Y2K capabilities of their information technology and national security systems in accordance with the DoD Y2K Management Plan, by November 1, 1998.

Navy Strategy. The Navy introduced an action plan and a revised version in September 1998 to outline the Navy Y2K management strategy; provide guidance; define roles, responsibilities, and reporting requirements; and lay a foundation to ensure that no mission-critical failure occurs because of related problems. The Navy is placing special emphasis on mission-critical systems, but its goal is to correct all Y2K-affected systems and devices.

Atlantic Fleet Weapons Training Facility Ranges. The Atlantic Fleet Weapons Training Facility (AFWTF) is located in Naval Station Roosevelt Roads, Puerto Rico. The Commander, Naval Air Force, U.S. Atlantic Fleet (COMNAVAIRLANT) is located in Norfolk, Virginia. The AFWTF is a direct subordinate command of COMNAVAIRLANT.

The AFWTF mission and responsibilities are to operate, maintain, and develop weapons training facilities and services in direct support of fleet forces and activities; and to test and evaluate weapons and weapon systems.

Objectives

The primary audit objective determined whether the Atlantic Fleet Weapons Training Facility is adequately preparing its information technology systems to resolve date-processing issues for the Y2K computing problem. Specifically, the audit determined whether the Atlantic Fleet Weapons Training Facility has complied with the Navy Year 2000 Action Plan. Appendix A describes audit scope and methodology.

Status of the Atlantic Fleet Weapons Training Facility Year 2000 Program

The AFWTF did not begin or complete its year 2000 resolution process in a timely manner. Also, AFWTF used operating systems that may not be Y2K compliant. This condition existed because of the lack of oversight, guidance, coordination, and awareness from command-level senior management. As a result, the AFWTF is at an increased risk of not having its systems Y2K compliant by March 1999.

Year 2000 Program

The AFWTF has 30 mission-support systems that are used to achieve its mission. The AFWTF has life-cycle management responsibility for 17 systems while the responsibility for the remaining 13 systems belong to other Naval Commands. Most of the Naval Commands 13 software systems were behind schedule in meeting the Navy Year 2000 Action Plan milestones for the awareness, assessment and renovation phases and will not meet the validation milestone date.

Navy Year 2000 Action Plan

The Navy Year 2000 Action Plan established milestone dates for the five phases of the Y2K resolution process. The following are provisions outlined in the Navy's Year 2000 Action Plan:

Awareness Phase. Target completion date for mission-support systems was December 31, 1996. This phase was to familiarize Department of the Navy (DON) personnel with the scope of possible Y2K impacts; define the problem; establish compliance standards; decide an overall approach; and obtain high level management support. Exit criteria include an activity level plan that has been completed and distributed; corporate strategies that have been developed; and Y2K POCs that have been identified and educated from all organizations.

The Chief of Naval Operations stressed the importance of the Y2K issue by forwarding a December 1995 message from the Secretary of Defense 1 week later. However, the Navy Chief Information Officer did not outline the specifics of the problem and the impact it could have on Naval systems until September 1997. The AFWTF initiated its Y2K resolution process by appointing the Y2K POC on November 17, 1997. The AFWTF did not develop an activity plan or create a tiger team. It performed the awareness and assessment phases concurrently.

Officials of COMNAVAIRLANT acknowledged that the Navy did not begin its Y2K resolution process in a timely manner. The first message of instruction to AFWTF was in February 1998 and stated that aggressive management of the Y2K problem was a must. Since then, COMNAVAIRLANT released numerous

email and military messages to enforce the importance of Y2K issues to its subordinate commands. The COMNAVAIRLANT conducted numerous training events for all primary and secondary command Y2K representatives; however, the AFWTF Y2K POC did not attend any of the training sessions.

Assessment Phase. Target completion date for mission-support systems was June 30, 1997. This phase was to determine the impact of Y2K on the Navy's inventory, including but not limited to systems, tools, products, workstations, contracts; and to develop acceptable solutions resource estimates, tool needs, risks, and contingency plans. Actions included creating inventories; identifying interfaces; establishing support teams to assist with assessments, technical issues, funding shortfalls, possible solutions, and renovation priorities; and conducting risk analysis and contingency planning. Exit criteria included completing an inventory of all systems and their external interfaces; and identifying 100 percent of the systems to be replaced, renovated, retired, and confirmed as compliant.

The AFWTF developed an inventory of the range operational systems, and determined that four systems were Y2K compliant. However, the proper documentation required by the Navy Y2K Action Plan did not exist because the inventory was incomplete. The AFWTF found six new systems in late August 1998 that were still being assessed. No documentation existed for these systems. The AFWTF did not have a strategic or implementation plan for executing the Y2K initiative, the Y2K assessment checklists, or the contingency plans for systems that may not be Y2K compliant by year 2000. At the conclusion of this audit, five of 17 systems were still in the assessment phase.

Renovation Phase. Target completion date for mission-support systems was September 30, 1998. This phase was to apply best practices (processes, tools, models), ensure Y2K compliance in both new solicitations and existing contracts, purchase only Y2K compliant products; identify and implement solutions; replace functionality; retire, replace, rewrite, or replatform impacted systems; and maximize information sharing to reduce duplication of effort. Exit criteria included the successful implementation of selected renovation strategy for all scheduled systems; that all interfaces identified and a Memorandum of Agreement or similar document, such as Interface Control Documents, be signed by system owners by March 1, 1998; and that a contingency plan be developed by July 1998 for systems that will complete renovation by June 1998. The contingency plans should be executed and tested.

The AFWTF did not start the necessary procurement actions for the systems that needed replacing. This condition occurred as a direct result of the AFWTF failure to determine the systems to be upgraded or replaced to ensure year 2000 compliance. The AFWTF did not have a Memorandum of Agreement or an Interface Control Document signed by system owners for the 13 systems that belong to other Naval Commands. Two systems (post exercise data reduction system and PC AFWTF real time operational display) will not be renovated until January 1999 and validated until February 1999 or later.

In September 1998, COMNAVAIRLANT was developing guidelines for contingency and continuing operation plan templates. According to the Navy Y2K Action Plan, all systems that did not complete renovation by June 30, 1998, were required to have a contingency plan by July 31, 1998.

Validation Phase. Target completion date for mission-support systems is January 31, 1999. This phase is for testing and verifying the correctness of the renovated or replaced system. Testing must include all traditional testing such as regression, integrated, and simulation testing. Exit criteria include system completed and system certified, acceptance testing and certification completed, signed certification documents maintained, and interfaces tested and certified as compliant.

In August 1998, the AFWTF did not have test plans or methodology showing how systems were to be tested or signed certifications for the Y2K compliant systems. The AFWTF Y2K POC was not aware that the systems had to be certified.

System Conversion

The AFWTF is behind the Navy's schedule to achieve Y2K compliancy and will not meet the validation milestone of January 1999. The AFWTF has two systems that will not be renovated until January 1999 and validated until February 1999 or later. As a result, systems and application programs that use dates to calculate, compare, and sort are at risk and could generate incorrect results. The Navy needs to ensure that the business and test information systems at the AFWTF are inventoried, assessed, renovated or replaced, and tested before the risk of disruption to AFWTF mission functions because of Y2K failures can be considered as under control.

Recommendations and Management Comments

We recommend that the Commander, Atlantic Fleet Weapons Training Facility:

- 1. Develop procedures and create milestones to ensure compliance with the Department of the Navy Year 2000 Action Plan.**

Management Comments. The Commander, Atlantic Fleet Weapons Training Facility concurred. He stated that AFWTF established procedures and milestones to ensure that their systems are Y2K compliant by 2000.

- 2. Establish Memorandum of Agreements or similar documents for the 13 systems owned by other Naval Commands to establish responsibility and timeframes as to when those systems will be year 2000 compliant.**

Status of the Atlantic Fleet Weapons Training Facility Year 2000 Program

Management Comments. The Commander, Atlantic Fleet Weapons Training Facility concurred. He stated that verbal contact and correspondence were initiated to establish formal agreements with corresponding program managers for the 13 systems owned by other Navy Commands . Expected completion date is January 30, 1999.

Part II - Additional Information

Appendix A. Audit Process

This is one of a series of reports being issued by the Inspector General, DoD, in accordance with an informal partnership with the Chief Information Officer, DoD, to monitor DoD efforts to address the Y2K computing challenge. For a listing of audit projects addressing this issue, see the Y2K webpage on IGnet at <http://www.ignet.gov>.

Scope and Methodology

Work Performed. We concentrated on the preparation of the Navy's AFWTF automated information systems to resolve the Y2K computing problem. We reviewed the Y2K compliance of business and test information programs with the Navy Year 2000 Action Plan. We reviewed and evaluated the progress of the AFWTF facility in resolving the Y2K computing issue. We compared the efforts with the goals described in the DoD Y2K Management Plan, issued by the Assistant Secretary of Defense (Command, Control, Communications, and Intelligence) in April 1997. We obtained documentation, including the Department of the Navy Year 2000 Action Plan; information on related Y2K contracts; the Navy Y2K certification process; and various Y2K correspondence and reports.

DoD-wide Corporate Level Government Performance and Results Act Goals. In response to the Government Performance and Results Act, the Department of Defense has established 6 DoD-wide corporate level performance objectives and 14 goals for meeting these objectives. The report pertains to achievement of the following objective and goal:

- **Objective:** Prepare now for the uncertain future.
- **Goal:** Pursue a focused modernization effort that maintains U.S. qualitative superiority in key war fighting capabilities. (DoD-3)

DoD Functional Area Reform Goals. Most major DoD functional areas have also established performance improvement reform objectives and goals. This report pertains to achievement for the following functional area objective and goal:

Information Technology Management Functional Area.

- **Objective:** Provide services that satisfy customer information needs.
- **Goal:** Upgrade technology base. (ITM-2.3)

General Accounting Office High Risk-Area. The General Accounting Office has identified several high-risk areas in the DoD. This report provides coverage of the Information Management and Technology high-risk area.

Use of Computer-Processed Data. We did not use computer-processed data or statistical sampling procedures for this audit.

Audit Type, Dates, and Standards. We performed this economy and efficiency audit from August through September 1998, in accordance with the auditing standards issued by the Comptroller General of the United States, as implemented by the Inspector General, DoD.

Contacts During the Audit. We visited or contacted individuals and organizations within the Department of the Navy. Further details are available on request.

Management Control Program. We did not review the management control program because the Secretary of Defense Letter of Assurance of FY 1997 recognizes Y2K as a material management control weakness area.

Summary of Prior Coverage

The General Accounting Office and the Inspector General, DoD, have conducted multiple reviews related to Y2K issues. General Accounting Office reports can be accessed over the Internet at <http://www.gao.gov>. Inspector General, DoD, reports can be accessed over the Internet at <http://www.dodig.osd.mil>.

Appendix B. Report Distribution

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 Deputy Comptroller (Program/Budget)
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 Deputy Assistant Secretary of Defense (Command, Control, Communications, and
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 Deputy Chief Information Officer and Deputy Assistant Secretary of Defense (Chief
 Information Officer Policy and Implementation)
 Principal Deputy – Y2
Assistant Secretary of Defense (Public Affairs)

Department of the Navy

Commander in Chief, U.S. Atlantic Fleet
 Commander, Naval Air Force, U.S. Atlantic Fleet
 Commander, Atlantic Fleet Weapons Training Facility
Assistant Secretary of the Navy (Financial Management and Comptroller)
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Senate Subcommittee on Defense, Committee on Appropriations
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House Subcommittee on Defense, Committee on Appropriations
House Committee on Armed Services
House Committee on Government Reform
House Subcommittee on Government Management, Information, and Technology,
Committee on Government Reform
House Subcommittee on National Security, International Affairs, and Criminal Justice,
Committee on Government Reform

Part III - Management Comments

Department of the Navy Comments



DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF INFORMATION OFFICER
1908 NAVY PENTAGON
WASHINGTON, DC 20380-1000

JAN 14 1999

MEMORANDUM FOR THE DEPARTMENT OF DEFENSE ASSISTANT
INSPECTOR GENERAL FOR AUDITING

Subj: DRAFT REPORT ON THE AUDIT OF YEAR 2000 CONVERSION AT THE
ATLANTIC FLEET WEAPONS TRAINING FACILITY (PROJECT NO SAS-
0032.15)

Ref: (a) DODIG Memo of 9 December 98

Encl: (1) Department of the Navy Response to Draft Audit Report

I am responding to the draft audit report forwarded by reference (a) concerning draft report on the audit of Year 2000 Conversion at the Atlantic Fleet Weapons Training Facility (Project No. SAS-0032.15).

One of my highest priorities in the Department of the Navy is to ensure no mission critical system failures occur due to Year 2000 (Y2K) related problems. The impact of the millennium date change on the Department's many information technology systems will be determined largely by the attention we devote to solving the Year 2000 (Y2K) processing problem. To address this issue, my office provided guidance which outlines a centralized management/ decentralized execution policy. The Department's Y2K progress is reported to me weekly by system owners during regularly scheduled briefings. These reports examine Echelon II Commands for proper allocation of resources, for progress against DON and DoD mandated milestones, for contingency plans, for responsibility assignment and identification of system interfaces, for required Memoranda of Agreement, and for correct reporting in the Department of the Navy Y2K Database.

The Department of the Navy response is provided at enclosure (1). We concur with the finding and recommendations in the draft report. The Commanding Officer of Atlantic Fleet Weapons Training Facility takes its Y2K responsibilities seriously and has taken appropriate steps to ensure that the conduct of the Facility's mission will not be adversely affected by Y2K induced failures.

Your findings and recommendations have been helpful in identifying necessary changes in our approach to solving this very important challenge. My point of contact is Ms. Mahnaz Dean, (703) 602-6280.

D. E. Porter
Chief Information Officer

Department of the Navy Comments

Subj: DRAFT REPORT ON THE AUDIT OF YEAR 2000 CONVERSION AT THE
ATLANTIC FLEET WEAPONS TRAINING FACILITY (PROJECT NO. 8AS-
0032.15)

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Office of Financial Operations (FMO-31)
CINCLANTFLT (N6)
COMNAVAIRLANT(N7)
CLF (N00IG)
CO, APWTF

Department of the Navy Comments



DEPARTMENT OF THE NAVY

COMMANDER IN CHIEF
U.S. ATLANTIC FLEET
1349 AMTCHINA AVENUE 11F RLTZ 210
NORFOLK, VA 23501-2001

7000
Ser N00IG31/009
JAN 13 1999

From: Commander in Chief, U.S. Atlantic Fleet (N00IG31)
To: Department of the Navy, Chief Information Officer
1000 Navy Pentagon, Washington, DC 20350-1000

Subj: RESPONSE TO DODIG DRAFT REPORT ON YEAR 2000 CONVERSION AT THE
ATLANTIC FLEET WEAPONS TRAINING FACILITY (AFWTF)
PROJECT NO. 0AS-0032.15

Ref: (a) IGDOJ Draft Audit Report (Zcnj.No.0AS-0032.15: of 9 Dec 98
(DON 1998U120008692)
(b) PHONCON Debra Arnold (CLF N00IG31)/Barbara Moody (IGDOJ)
of 6 Jan 99
(c) PHONCON William Dean (DON, CIO)/Debra Arnold (CLF
N00IG31) of 7 Jan 99

Encl: (1) CINCLANTFLT (N7) 3000 ltr Ser N73/006 of 13 Jan 99

1. Enclosure (1) provides CINCLANTFLT response to reference (a). Per
reference (b), IGDOJ granted an extension on CINCLANTFLT response
until 13 January 1999. IAW reference (c), DON CIO will sign letter
and deliver to IGDOJ by COB 15 January 1999.

2. Point of contact for technical matters related to this
project is CDR Donald Pacetti, N6Y2K, (757) 836-5863, DSN 836-
5863. My Audit Liaison Representatives are Ms. Debra Arnold
(757) 836-3571, DSN 836-3571 and Ms. Shari Keller (757) 836-3575,
DSN 836-3575.

R. E. CLEMENTS
Inspector General
Acting

Copy to:
SMO-31
NAVINSGEN (02)


Copy to (w/o encl):
CLF (N7)
CLF (N6)
CNAL (N3)
CO, AFWTF



DEPARTMENT OF THE NAVY
COMMANDER IN CHIEF
U.S. ATLANTIC FLEET
1662 MITCHELL AVENUE STE 250
NORFOLK, VIRGINIA 23551-2407

3000
Ser N73/008
13 Jan 99

From: Commander in Chief, U.S. Atlantic Fleet (N7)
To: Commander in Chief, U.S. Atlantic Fleet (N001G31)
Subj: DOD IG DRAFT REPORT YEAR 2000 CONVERSION AT AFNTP
Encl: (1) COMNAVAIRLANT ltr 3000 Ser N36/0039 of 12 Jan 99
1. Per enclosure (1), CINCLANTFLT N6 reviewed AFNTP Y2K IG report response and concurs.
2. Point of contact for Y2K tactical matters is CDR Donald Decatti, N6Y2K, and can be reached at 757-836-5863.


D. L. Decatti
acting

Copy to:
COMNAVAIRLANT N3
CINCLANTFLT N6
AFNTP

Department of the Navy Comments



DEPARTMENT OF THE NAVY
COMMANDER NAVAL AIR FORCE
UNITED STATES ATLANTIC FLEET
1123 PARKMAN ST
NORFOLK, VA 23511-2494

3000
Ser K36/0 0 3 9
JAN 12 1999

From: Commander, Naval Air Force, U. S. Atlantic Fleet
To: Commander in Chief, U. S. Atlantic Fleet (N732K)

Subj: OOD IG DRAFT REPORT YEAR 2000 CONVERSION AT AFNWF

Encl: (1) AFNTR ltr 5230 70/003A of 6 Jan 99

1. Endorsement of enclosure (1) provided. Concur with procedures and milestones addressed in enclosure (1).

2. Point of contact is K. McConaughy, N36, (757) 444-7173 x429.

BT Stuckert
S. I. STUCKERT
By direction



DEPARTMENT OF THE NAVY
ATLANTIC FLEET WEAPONS TRAINING FACILITY
PSC 1008 BOX 3013
FPO AA 34051-0000

5230
70/0031
6 JAN 99

From: Commanding Officer, Atlantic Fleet Weapons Training Facility
To: Cdr. Jim Casey, COMNAVANTFLT N732K
Via: (1) COMNAVANTFLT N36
(2) COMNAVANTFLT N7

Subj: DOD IG DRAFT REPORT YEAR 2000 CONVERSION AT AFWTF

Ref: (a) Your fax of 15 Dec 98
(b) NOOIG31/403 memo of 14 Dec 98

Encl: (1) AFWTF Y2K Procedures and Milestones
(2) AFWTF Comments to Proposed Audit Report

1. In response to references (a) and (b), the following information is provided:

a. AFWTF concurs with the IG recommendations.

b. Procedures and milestones have been established to ensure AFWTF systems are Y2K compliant by 2000. Enclosure (1) provides details.

c. Verbal contact and correspondence has been initiated to establish formal agreements with corresponding program managers for systems under their Life-Cycle-Management responsibilities. Expected completion 30 Jan 99.

2. Enclosure (2) provides additional comments to subject report.

3. Point of contact on this matter is Mr. Victor M. Haddock at 787-865-3317, DSN 831-3317.

S. K. Shegstad
S. K. SHEGSTAD

Copy to:
02
74

* Omitted because of length. Copies will be provided upon request.

Audit Team Members

The Acquisition Management Directorate, Office of the Assistant Inspector General for Auditing, DoD, produced this report.

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